Strategic Sourcing Acquisition Center of Excellence

Process Consistency A-76 Competitions

INDUSTRY DAY

Charleston, SC

March 4, 2004

Mr. Robert Harvey

Director, Navy SSACOE

Ms. Beverly Gaskins

NAVFAC

Introduction

- **Revised OMB Circular A-76**
  - Issued 29 May 2003
  - New competition rules following rigors of FAR
  - New time limits for finishing study
  - ***New way of doing business***

Introduction (Cont'd)

- **DON implementation of new A-76 requirements**
- **Establish Acquisition Centers of Excellence (ACOE)**
- **Centralize A-76 Acquisition Process**
  - Policy
  - Planning
  - Fair-Impartial (honest broker) role
- **Establish Consistent Strategic Sourcing Policy, Procedures, and Processes**

What is a RAM?

- **A tool which correlates the tasks to perform a function to the organization or individual responsible for accomplishing that task.**

- **The SSACOE/VSACOE RAM follows the tasks outlined in the new OMB A-76 circular**

RAM Characteristics

- **Outlines the Major Milestones (Preliminary Planning, Public Announcement, Standard Competition Process, etc.) and the individual tasks for that Milestone**
- **The tasks are consecutive to the process**
- **The RAM defines Responsible Parties**

RAM Characteristics

- **The Legend defines the responsibility codes**
- **The Comment Boxes define the tasks and participant's roles more in depth**
- **The RAM will be tailored for each competition: names filled in, etc**

RAM Characteristics

- **The POA&M follows the RAM milestones**
- **The firewall is clearly delineated by a red line**
- **Teams are color coordinated: Yellow for PWS and Gray for AT**
- **RAMs for Standard and Streamlined competitions**

Performance Based Contracting

Standardized Template Approach

Objectives

- Background for approach
- Introduce use of templates and work breakdown methodologies
- Introduce Performance Assessment
- Show examples and samples
- Summary
- Answer Questions

Background

- **Congressional/DoD Mandates**
  - National Defense Authorization Act Sections 801/802/803
  - 50% of services Performance Based by FY05
  - DFARS 204.71
  - Defense Reform Initiative Directive (DRID) #47
- **DoD Guidebook for PBSA Established Performance Based Criteria**
  - Describes work in terms of “what”, not “how-to”
  - Assesses work using measurable performance standards
  - Details performance assessment methods and contractor performance incentives
- **Navy Cost Account Code (CAC) Reporting**
- **Feedback from Clients, Industry, and Internal Experts**

Performance-Based Definition

- **Expressing contract requirements as desired results rather than prescribing how the work will be done**
  - Performance Objectives – “The contractor shall provide services…(stating to what extent, or to what end)”
  - Measurable Performance Standards – Include elements such as “what”, “when”, “how many” and “how well” the work is to be performed

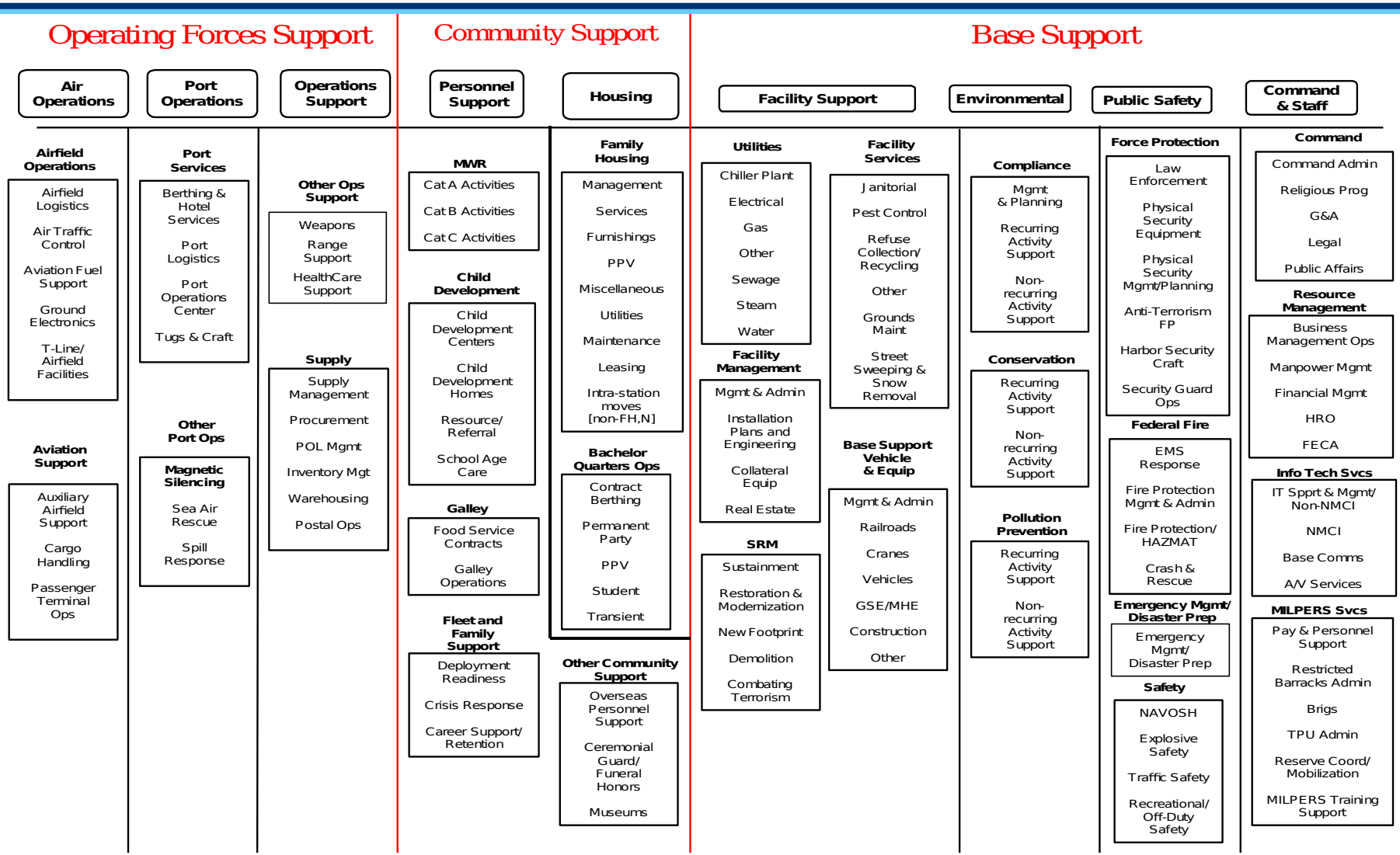
FSC/BOS Template Elements

- **User Guides**
- **Section C (Specifications)**
  - Annex Numbering
  - Core Business Model Alignment
  - Work Breakdown Structure/Tree Diagram Relationship
  - Tabular Format
- **Section E updates**
- **Section F format**
- **Section J format**
- **FSC-Specific Solicitation Evaluation Criteria**
- **Performance Assessment**

User Guides

- **User Guides (3)**
  - General Information
    - Overarching Guidance
    - Annexes 1 and 2
  - Function-specific, e.g.,
    - Grounds Maintenance
    - Air Ops
  - Performance Assessment
    - Overview of methodology
    - Implementation Guidance/Sample PA Plan
- **Guidance for tailoring individual specification items especially <<Note to Spec Writer>>**
- **Provides samples of various template elements**

IMAP 04 Core Business Model (CBM)



SECTION C
ANNEX NUMBERING

Section C Annex (Core Business Area)

1 Information
2 Management and Administration
3 Command & Staff (Command & Staff)
4 Public Safety (Public Safety)
5 Air Operations (Air Operations)
6 Port Operations (Port Operations)
7 Ordnance (Operations Support)
8 Range Support (Operations Support)
9 Health Care Support (Operations Support)
10 Supply (Operations Support)
11 Personnel Support (Personnel Support)
12 MWR (Personnel Support)
13 Galley (Personnel Support)
14 Housing (Housing)
15 Facility Support (Facility Support)
16 Utilities (Facility Support)
17 Base Support Vehicles & Equip (Facility Supp
18 Environmental (Environmental)

CAN BE EASILY EXPANDED TO COVER OTHER ITEMS AND CONTINUE TO PROVIDE A CONSISTENT STANDARD APPROACH

CBM Functions

1501	Facility Mgt
1502	SRM
1503	Facility Services

CBM Sub-functions

1503010	Janitorial
1503020	Pest Control
1503030	Refuse Collection/Recycling
1503040	Other
1503050	Grounds Maintenance
1503060	Street Sweeping & Snow Removal

IMAP CACs

- Improved Grounds (9410/7420)
- Semi-Improved Grounds (9430/7420)
- Unimproved Grounds (9440/7420)

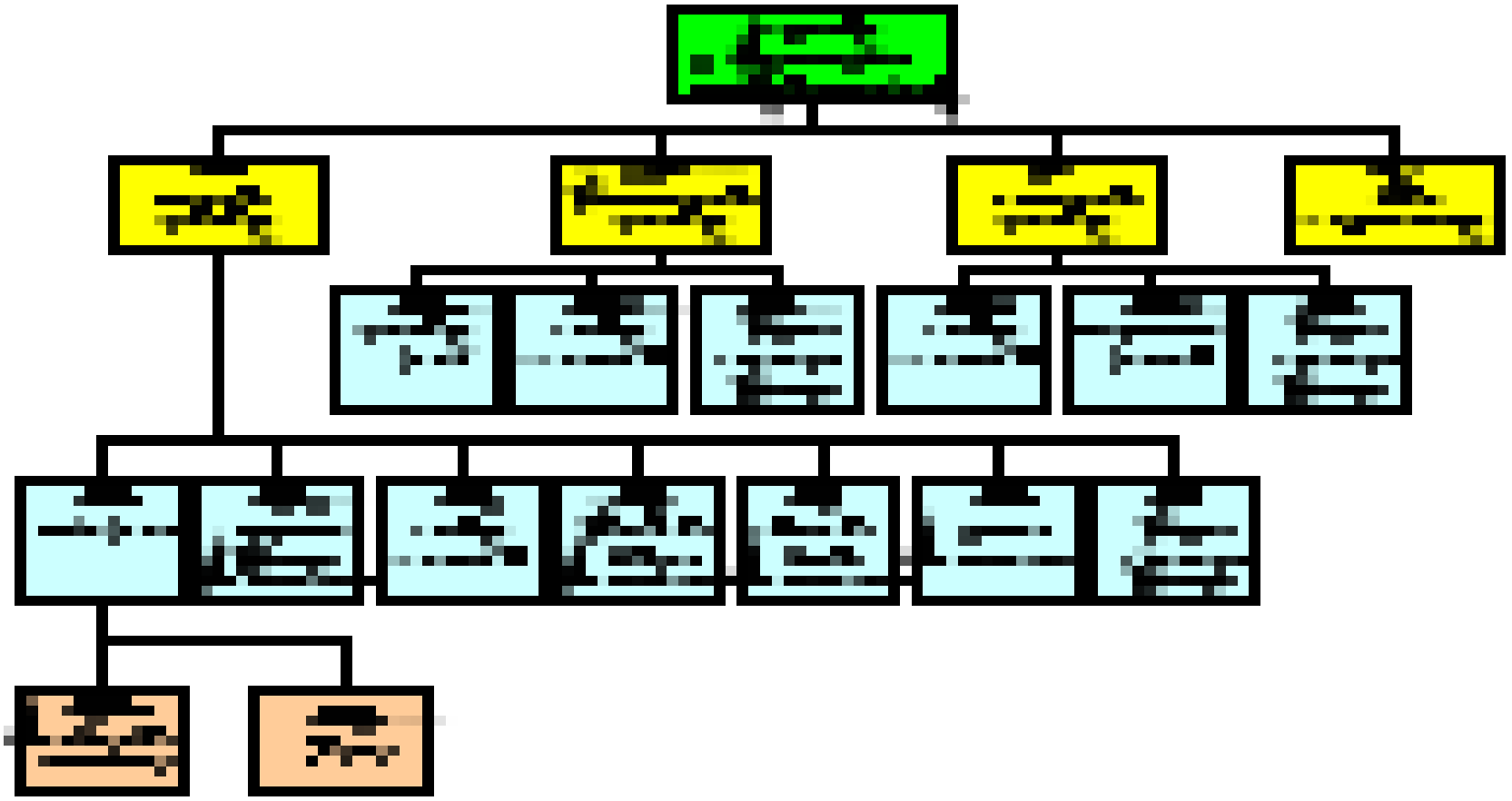
Annexes 1 and 2

- **Solicitation must contain Annexes 1 and 2**
- **Annex 1 – General Information**
  - Outline of Services and Project Location
  - Navy Approach to Service Contracting and PBSC
  - No Associated Costs
- **Annex 2 – Management and Administration**
  - Definitions and Acronyms
  - General Administrative Requirements
  - Key Personnel Requirements
  - Associated Costs Distributed to Technical Annexes

Work Breakdown Structure

- **Relates work items in a tree diagram that displays the relationship of products and services to each other and to the overarching performance outcomes**
- **User Guides contain Standard WBS**
  - Tailor to Client Requirements
  - Normally applied to FFP Requirements
- **Tiered approach allows assessment of Contractor's performance at higher levels provided the Contractor demonstrates adequate performance at that higher level**

Grounds Maintenance WBS



Tabular Format

- **Column Descriptions**
  - Annexes 1 and 2 and Spec Items 1 and 2:
    - Spec Item
    - Title
    - Description
  - Annexes 3 through 18 and Spec Items 3 and 4:
    - Spec Item
    - Title
    - Performance Objective
    - Related Information
    - Performance Standard
- **Separate documents for each Annex**
  - Word Tables
  - Landscape

Spec Item Definitions

Spec Item	Standard Use	Priced Y/N
1	**General Information** Non-cost information unique to the understanding of the technical requirements of	**No**
2	**Management & Administration** Management and administrative requirements unique to the planning, execution, management and adminis-tration of the performance requirements of this spec.	***Yes**
3	**FFP Work** All Firm Fixed Price technical requirements of this spec.	**Yes**
4	**IDIQ Work** A pre-priced list of unplanned and unscheduled requirements.	**Yes**

Sample Spec Items 1&2
Tabular Format

1503050 – Grounds Maintenance		
Spec Item	**Title**	**Description**
1	General Information	The Contractor shall provide Grounds Maintenance Services on designated parcels located at <<Note to Spec Writer: Insert installation name.>>
1.1	Climate Patterns	<<Note to Spec Writer: Insert brief statement of climate patterns over past five years that would be helpful to the Contractor.>>

[page break]

1503050 – Grounds Maintenance		
Spec Item	**Title**	**Description**
2	Management and Administration	
2.1	Definitions and Acronyms	<<Note to Spec Writer: Modify or expand, as applicable, the list which follows.>>
2.1.1	Prestige Areas	Areas on the site maps which require special attention due to command interest.
2.1.2	AAS	American Arborist Society
2.1.3	IPMP	Integrated Pest Management Plan
2.2	Certifications	If the Contractor uses chemicals to control vegetation and pests, Contractor applicators shall be properly certified in accordance with Federal, state and local statutes.

Sample Spec Item 3
Tabular Format

1503050 -- Grounds Maintenance				
Spec Item	**Title**	**Performance Objective**	**Related Information**	**Performance Standard**
3.1.1	Lawn Care	The Contractor shall maintain lawns in a manner that promotes proper health, growth, rich natural green color, and neat uniform manicured appearance.	Grounds shall be kept free of bare areas, ruts, holes, weeds, pests, dead vegetation, debris, and unwanted vegetation that present an unsightly appearance. All holes or depressions shall be filled and compacted to adjacent grade level. Refer to the Pest Control Annex for vegetation and pest control objectives and standards.	Lawns present a healthy, uniform, and sightly appearance.
3.1.1.1	Mowing and Trimming	The Contractor shall maintain a uniform cut grass height to ensure grass is healthy and neat in appearance.	Refer to J-1503050-04 for grass heights. In areas with mixed species, the dominant species shall be the accepted height. Grass adjacent to fencing, poles, walls, valves, valve boxes and other similar objects shall be trimmed to match the height and appearance of surrounding grass.	Grass is uniform in appearance and is maintained to height requirements specified in J-1503050-04.
3.1.1.2	Edging	The Contractor shall maintain uniform edged cut to promote a neat appearance and prevent ground structures from vegetation encroachment.	Edge where grass meets any concrete or asphalt surface, where grass abuts planter beds, or wherever needed to maintain grass delineation.	Edging is uniform in appearance and edged grass does not encroach on ground structures.

Updates to Section E

- **Provisions and Clauses Updated**
  - "Government Performance Assessment"
    - New Provision
    - Defines Process for Performance Assessment
  - NFAS 5252.246-9303 "Consequences of Contractor's Failure to Perform Required Services"
    - Updated Term from "Deductions" to "Withholdings"
  - NFAS 5252.246-9304 "Estimating the Price of Non-Performed or Unsatisfactory Work"
    - Updated Term from "Deductions" to "Withholdings"
- **All Other Requirements of Section E Remain Unchanged**

Section F

- **Contains Sample Reports List**
  - Tailor to Requirements:
    - Annex 2
    - Functional Annex Requirements
  - Format Duplicates SPS Format
  - *Word* Document
- **All Reports and Submittals are to be Summarized in Section F**

Section J

- **Contains:**
  - FFP ELINs by SL
  - IDIQ ELINs
    - CACs for each ELIN
    - Completion Dates for each ELIN
  - Sample Placeholders
    - Service Level Charts (where applicable)
    - Wage Determinations
    - Inventories
    - Forms
    - Installation Maps
  - Standard Numbering Convention
    - Grounds Maintenance Numbering Example: J-1503050-01
- **Tailor to include any documents, exhibits, or other attachments as required**

Standard A-76 Solicitation Technical Evaluation Factors

- **Developed to complement PBSA**
- **A-76 business area/function-specific factors**
  - Factor A: Technical Approach/Methods
    - Requires demonstration of Offeror's understanding and approach to accomplishing objectives and standards
    - Specific questions for Offeror to address
  - Factor B: Management
    - Requires Offeror to clearly demonstrate approach for controlling and managing project
- **Specific questions for Factor A**
  - Developed for each sub-functional area
  - Tailor to individual source selections
  - Offerors' responses will be evaluated

Sample Section L (Questions)

<<Note to Spec Writer: In addition to the source selection criteria, the offeror may be required to answer specific questions in areas that may pose an unacceptable risk to the Government, especially in areas where the Government lacks knowledge regarding the offeror's methods of performing the work. However, every effort should be made to minimize the number of questions offerors are required to address in their proposals. The following are sample questions that may be asked. The specification writer should review the sample questions and delete or add questions as needed to mitigate risks.>>

Spec Item	Questions for Grounds Maintenance, Specification 1503050
3.1	How will you determine when irrigation is needed?
3.1	What, if anything, will you do differently to maintain more difficult areas such as cemeteries and prestige areas?
3.1.2	If the irrigation system is inoperable or there is no permanent irrigation system installed, what is your plan for irrigating?
3.1.5	What will be your frequency to maintain the plant and bed and how frequently will you mulch?
3.1.6	What will be your trimming clearance set back and frequency for the following? - to prevent interference with pedestrians - to prevent interference with vehicular traffic - to prevent interference with building encroachment

Performance Assessment

- **Government's assessment of Service Provider's QC Program**
  - Minimizes field inspections through varied methods of assessment
  - Government-Service Provider partnership essential
- **Based on PBSA guidance, QA redefined as Service Provider responsibility**
- **Performance Assessment User Guide with sample Performance Assessment Plan**

Roles and Responsibilities

- **Performance Assessment Representative (PAR)**
  - On-site Representative assessing Service Provider performance
- **Senior PAR (SPAR)**
  - Reviews PAR Worksheets
- **Performance Assessment Board (PAB)**
  - Key personnel that review performance documentation
- **Contracting Officer (KO)**
  - Appoints PAB Members
- **Contracting Officer's Representative (COR)**
  - Performs variety of contract admin duties

Performance Assessment Plan

- **Establishes methodology for assessing Service Provider's performance**
- **PAP Contains:**
  - Performance Assessment Rating Criteria (PARC)
    - Adjectival descriptions for assessing performance
  - Functional Assessment Plan (FAP)
    - Matrix document based on Section C Performance Objectives and Performance Standards
    - Contains Performance Assessment Worksheets (PAWs) for recording results of performance observations
  - Other Assessment Attachments
    - Customer Complaint Record, Withholding Payment Decision Tree, Contract Discrepancy Report, PAW Monthly Summary Form

Summary

- Provides a consistent approach to Service Contracting
- Employs Performance-Based concepts and principles
- Facilitates client cost accounting
- Incorporates the use of service levels
- Can be tailored to address local requirements
- Includes a process for assessing performance

Questions?

Section J ELINs – Example FFP

CLIENT ELIN	DESCRIPTION	QTY	UNIT OF ISSUE	UNIT PRICE	TOTAL AMOUNT	CAC
		<<Note to Spec Writer: Insert quantity.>>	<<Note to Spec Writer: Insert unit of issue.>>			<<Note to Spec Writer: Insert CAC as needed.>>
REGION	**Firm Fixed Price Work**					
A001	Improved Grounds (Section C, 3.1) Service Level (SL) III				$0.00	9410
A002	Semi-Improved Grounds (Section C, 3.2) SL III				$0.00	9430
A003	Unimproved Grounds (Section C, 3.3) SL III				$0.00	9440
A004	Other Fixed Price Work				$0.00	
	REGION Subtotal				$0.00	
	<<Note to Spec Writer: The alternatives below may be used if the client desires the ability to upgrade to a higher service level upon contract award. Select the desired alternative or delete both alternatives if this ability is not desired. Renumber ELINs consecutively as needed. >>					
	Alternative 1 <<Note to Spec Writer: This alternative would change the service level for all types of grounds.>>					
REGION	**Firm Fixed Price Options for Additional Work**					
A005	Upgrade from SL III to SL II				$0.00	
A006	Upgrade from SL II to SL I				$0.00	
	Alternative 2 <<Note to Spec Writer: This alternative allows changing the service level for one or more types of grounds.>>					
REGION	**Firm Fixed Price Options for Additional Work**					
A005	Improved Grounds Upgrade from SL III to SL II				$0.00	9410
A006	Semi-Improved Grounds Upgrade from SL III to SL II				$0.00	9430
A007	Unimproved Grounds Upgrade from SL III to SL II				$0.00	9440
A008	Improved Grounds Upgrade from SL II to SL I				$0.00	9410
A009	Semi-Improved Grounds Upgrade from SL II to SL I				$0.00	9430
A010	Unimproved Grounds Upgrade from SL II to SL I				$0.00	9440

Section J ELINs – Example IDIQ

ELIN	CAC	SHORT DESCRIPTION	FULL DESCRIPTION	EST QTY	UNIT OF ISSUE	UNIT PRICE	TOTAL AMOUNT
When ordering IQ work identify the appropriate CAC for the services being provided. The OPNAV 2003 CACs are: 9410 Improved Grounds; 9430 Semi-improved Grounds; 9440 Unimproved Grounds; and 7420 Housing.			<<Note to Spec Writer: Revise completion times for all ELIN tasks to reflect realistic timeframes based on client needs.>>	<<Note to Spec Writer: Insert quantity.>>	<<Note to Spec Writer: Insert unit of issue.>>		
A700	7420	Housing Vacant Quarters Mowing	Grass shall be mowed and trimmed to a uniform height of 2 inches. Grass shall be edged to provide a uniform edged cut. Clippings and debris shall be removed. Work to be completed in 3 calendar days.			$	$
A701	9410 7420	Special Event Grass Cutting	Grass shall be mowed and trimmed to a uniform height of 2 inches. All clippings and debris shall be removed. Work to be completed in 3 calendar days.			$	$
A702	9410 7420	Special Event Edging	Edging to provide a uniform edged cut. All clippings shall be removed. Work to be completed in 3 calendar days.			$	$
A703	9410 7420	Special Event Raking	This work includes the raking and removal of leaves, pine straw and pinecones, limbs, and other debris from the raked area. All debris shall be removed the same day as raked. Work to be completed in 5 calendar days.			$	$
A704	9410 9430 9440 7420	Tree and Stump Removal Large 18.1" DBH and above Tree and Stump Removal	Remove trees including stumps and roots. Remove stumps to 12 inches below ground level and remove roots to 4 inches below level ground extending to six feet from tree. Treat to prevent regrowth. Backfill all excavated holes and replant with the same type of vegetation as surrounding area. Trees are sized by the Diameter at Breast Height (DBH). DBH is measured at 4.5 feet above ground level. Work shall be completed within 10 calendar days.			$	$

Sample Section F

REPORTS					
Annex/ Sub-annex	Spec Item	Report Title	Quantity	Submit to	Due Date/Frequency
0200000	2.3.3	Permits and Licenses	1 ea	KO	Within 15 days after award or as requested by the KO
0200000	2.3.4	Certificate of Insurance	1 ea	KO	Within 15 days after award
0200000	2.6.3	Service Interruptions	As required	KO, affected tenants	As specified
0200000	2.6.5.1	QC Inspection File	1 ea	KO	Ongoing; within five calendar days of completion/termination
0200000	2.8.1	Current List of Employees	Ongoing	KO	Maintain current
0200000	2.8.6	Security Clearance List	Ongoing	KO	Maintain current
0200000	2.9	Contractor Safety Program Records	As requested	KO	Upon request by KO
0200000	2.10.7	Asbestos Containing Material (ACM)	When ACM is encountered or suspected in the performance of work	KO	Verbal notification in 1 hour. Follow-up with written notification within 24 hours.
0200000	2.14	Warranty Management	Ongoing	KO	Report on repair work subject to warranty
0200000	2.15.2	Notification to the Government for Work Above the FFP Limitations & Cost Estimate	1 ea, as encountered	KO	Notify immediately and provide cost estimate as specified

FAP for Grounds Maintenance

Spec Item	Performance Objective	Performance Standard	MOA	PAW 1	PAW 2	PAW 3	Sample Size: Normal	Sample Size: Reduced	Freq
3.1	**Maintain Improved Grounds** The Contractor shall maintain improved grounds identified in J-1503050-02, Site Maps. Work to be performed includes mowing, trimming, edging, aerating, fertilizing, watering, shrub and hedge maintenance, plant and bed maintenance, debris removal, control of undesired vegetation, and storm drainage systems maintenance.	A sightly appearance is maintained.	PS VCC		N/A	N/A	10%	5%	M
3.1.1	**Lawn Care** The Contractor shall maintain lawns in a manner that promotes proper health, growth, rich natural green color, and neat uniform manicured appearance.	Lawns present a healthy, uniform, and sightly appearance.	PS VCC VQCR	N/A		N/A	N/A	N/A	BW
3.1.1.1	**Mowing and Trimming** The Contractor shall maintain a uniform grass height.	Grass is uniform in appearance and is maintained to height requirements as specified in J-15053050-02. Grass adjacent to fencing, poles, walls, valves and other similar objects is trimmed to match the height and appearance of surrounding grass.	PS VCC VQCR	N/A	N/A		N/A	N/A	W

Performance Assessment Worksheet

GROUNDS MAINTENANCE FAP

PAW – 2

CONTRACT NO:_____

SPEC ITEM	PERFORMANCE OBJECTIVE	PERFORMANCE STANDARD
3.1.1	**Lawn Care** The Contractor shall maintain lawns in a manner that promotes proper health, growth, rich natural green color, and neat uniform manicured appearance.	Lawns present a healthy, uniform, and sightly appearance.

☐ Exceptional	☐ Very Good	☐ Satisfactory	☐ Marginal	☐ Unsatisfactory

COMMENTS (Detail instances of both value-added and negative performance):_____

_____

_____

_____

_____

PAR SIGNATURE:_____ DATE:_____

CONTRACTOR SIGNATURE:_____ DATE:_____

PA Rating Criteria (PARC)

Adjectival Rating with Description	Percent Rating
Exceptional: **The Contractor demonstrates a high level of performance and quality that meets all and exceeds most performance objectives and standards. QMS is presumed effective based on little or no minor performance inconsistencies, all of which have been corrected/resolved. All work is performed in a timely manner and Customer needs are met.**	**95 to 100**
Very Good: **The Contractor demonstrates a high level of performance and quality that meets all and exceeds some performance objectives and standards. QMS is presumed effective based on some minor performance inconsistencies, all of which have been corrected/resolved. Vast majority of work is performed in a timely manner and Customer needs are met.**	**90 to 94.9**
Satisfactory: The Contractor demonstrates a level of performance and quality that meets all performance objectives and standards. QMS is acceptable, however, there have been some discussions of management and quality control. Customer needs are predominantly met.	**85 to 89.9**
Marginal: The Contractor demonstrates a level of performance and quality that meets most but not all performance objectives and standards. Periodic input required from the Government to initiate corrective action. QMS is adequate with Government reminders. Customer needs are usually met.	**75 to 84.9**
Unsatisfactory: The Contractor demonstrates a level of performance and quality that fails to meet many performance objectives and standards and/or those that have a substantial impact on quality. The Contractor's performance is inadequate or inferior with an excessive number of inconsistencies. Substantial input is required from the Government to acquire corrective actions. QMS documentation and preventive actions are inadequate. Customer feedback indications are unsatisfactory.	**Below 75**

Sample PAW Monthly Summary

Spec Item	Description	Excep	V. Good	Sat	Marginal	Unsat	Totals
3.1	**Improved Grounds**	0	4	1	0	0	**5**
3.2	**Semi-Improved Grounds**	0	3	3	0	0	**6**
3.3	**Unimproved Grounds**	0	2	0	0	2	**4**
3.4	**Other**	0	1	0	0	0	**1**
	Totals	**0**	**10**	**4**	**0**	**2**	**16**

PAR Comments:

The Contractor received 4 Satisfactory and 7 Very Good ratings for sample parcels in Improved and Semi-Improved Grounds. The two Unsatisfactory ratings are for samples in Unimproved Grounds, due to vegetation (Spec Item 3.3.2) on perimeter fencing. Overall performance has improved from last month and the Contractor is taking aggressive action to perform fence line maintenance to meet performance standards in Unimproved Grounds areas.